

Message Text

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FOL RPT TOKYO 0176 ACTION SECSTATE P 060153Z JAN 78 QUOTE

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E.O. 11652: GDS
TAGS: EFIS, JA
SUBJECT: RENEGOTIATION OF INPFC

REF: (A) STATE 237921, (B) TOKYO 19751

1. BEGIN SUMMARY: USG MAY NOT ACHIEVE OBJECTIVE AT FORTH-COMING RENEGOTIATING SESSION OF INPFC. THOUGH U.S. POSITION IN ITSELF MIGHT BE ACCEPTABLE, IT, IN FACT, IS NOT VIEWED FAVORABLY BY GOJ BECAUSE OF UNTENABLE POSITION IT PLACES JAPAN IN NEGOTIATING SALMON ISSUE WITH SOVIETS IN FEBRUARY. IF INPFC AGREEMENT NOT REACHED, GOJ THEN WISHES TO RESORT TO ARTICLE VI OF GIFA FOR ANNUAL SALMON CONSULTATIONS WITH USG. IF USG CAN SEE WAY TO PROTECTING NORTH AMERICAN SALMON THROUGH EXPANDED TIME AND AREA CLOSURE SYSTEM WEST OF MODIFIED ABSTENTION LINE, CHANCES OF SUCCESS ARE GREATLY ENHANCED. END SUMMARY.

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2. IN INFORMAL DISCUSSIONS WITH FORN OFF AND FISHERY AGENCY CONCERNING RENEGOTIATION OF INPFC, FISHATT AGAIN MENTIONED USG DISAPPOINTMENT ON LACK OF PROGRESS AT ANCHORAGE SESSION IN OCTOBER AND REITERATED USG HOPES THAT AGREEMENT CAN BE REACHED IN TOKYO. LACK OF PROGRESS WAS ACKNOWLEDGED BY GOJ OFFICIALS BUT DIFFICULTY OF PROBLEM AS AGAIN EMPHASIZED. ONE FORN OFFICIAL

LIKENED JAPAN'S POSITION TO THAT OF CHICKEN NEGOTIATING WITH A FOX TO GET OUT OF THE HENHOUSE WELL KNOWING THAT A TIGER WAS AT FRONT DOOR AND A WOLF AT BACK DOOR. THEY ADMITTED TO AGONIZING FOR DAYS OVER ISSUE AND CANNOT YET SEE HOW BOTH U.S. AND USSR CAN BE APPEASED AND JAPAN HIGH SEAS FISHERY MAINTAINED. THEY FURTHER INDICATED THAT GOJ POSITION STILL NOT DEVELOPED MUCH BEYOND BRIEF INITIAL POSITION RECENTLY PRESENTED USG. FORN OFF AND FISHERY AGENCY OFFICERS PLAN TO MEET JANUARY 6 TO FURTHER DEFINE TIME AND AREA CLOSURES ALLUDED TO IN INITIAL POSITION AND TO DEVELOP SECONDARY POSITIONS. OTHER IDEAS HAVE BEEN FLOATED WITHIN GOJ SUCH AS USE OF MONETARY SYSTEM WHEREBY JAPAN MIGHT PAY FOR RIGHT TO FISH AND FOR FISH TAKEN, BUT IN ALL LIKELIHOOD FINAL POSITIONS WILL BE LIMITED TO TIME AND AREA CLOSURES WEST OF "LINE" PREFERABLY NOT CALLED AN ABSTENTION LINE. GOJ WILL AGREE IN SUBSTANCE TO LINE BUT CALLING IT AN ABSTENTION LINE APPEARS TO GIVE THEM PROBLEMS WITHIN GOJ AND WITH USSR.

3. THOUGH SOME IN FISHERY AGENCY AGREE THAT SUBSTANTIAL AMOUNTS OF SALMON COULD STILL BE TAKEN EVEN IF U.S. INITIAL POSITION ACCEPTED, IT, IN FACT, IS NOT VIEWED FAVORABLY BECAUSE OF PROBLEM IT WOULD PRESENT JAPAN IN NEGOTIATING SALMON ISSUE WITH SOVIETS NOW TENTATIVELY SET FOR FEBRUARY. GOJ FEELS ACCEPTANCE OF ABSTENTION LINE AS PROPOSED BY USG

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MIGHT WELL TRIGGER SOVIET MOVE ALSO TO ESTABLISH ABSTENTION LINE INSTEAD OF SETTING QUOTA AS IN PAST. JAPAN CLEARLY WISHES TO REACH AGREEMENT IN TOKYO BUT IT CAN SEE NO ADVANTAGE TO ONE IF IT NEUTRALIZES ITS BARGAINING POSITION WITH USSR. IF RENEGOTIATION OF INPFC FAILS, JAPAN STILL VIEWS ARTICLE VI OF GIFA AS AN AVENUE FOR ANNUAL SALMON CONSULTATIONS.

4. THOUGH WE UNDERSTAND DIFFICULTY IN GETTING USDEL TO ACCEPT TIME AND AREA CLOSURE SYSTEM WEST OF "LINE" AS PROPOSED BY JAPAN, WE SUGGEST THAT THIS BE GIVEN FURTHER THOUGHT AS ONE OF U.S. SECONDARY POSITIONS. WE BELIEVE JAPAN WILLING TO GO LONG WAY IN MEETING U.S. OBJECTIVES UNDER PRINCIPLE AND TERMINOLOGY OF TIME AND AREA CLOSURE SYSTEM INSTEAD OF ABSTENTION LINE PRINCIPLE. THIS WOULD BE TO THEIR BENEFIT IN SOVIET NEGOTIATIONS.

5. FORN OFF HAS INFORMALLY ASKED IF U.S. MIGHT AGAIN TAKE ON RESPONSIBILITY OF PROVIDING RAPPORTEUR FOR MEETING. IT WAS ESPECIALLY COMMENDATORY ON WORK OF BILL MACKENZIE AT ANCHORAGE SESSION AND WENT SO FAR AS TO SAY GOJ WOULD BE VERY PLEASED IF HE WERE AGAIN

ASSIGNED THIS ARDUOUS TASK.
SHERMAN

UNQUOTE CHRISTOPHER

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